DOCUMENT RESUME

ED 224 936 CE 034 692

AUTHOR Worthington, Robert M.
TITLE A New Direction for Vocational Education in the 1980s.
PUB DATE 21 Sep 81
NOTE 26p.; Presented at the Fall Leadership Development Conference for State Directors of Vocational Education (Snowbird, UT, September 21, 1981)
PUB TYPE Viewpoints (120) -- Speeches/Conference Papers (150)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adult Vocational Education; Agency Role; *Economic Development; Educational Change; Educational Legislation; *Educational Planning; Federal Government; *Federal Legislation; Futures (of Society); *Government Role; Long Range Planning; Postsecondary Education; School District Autonomy; School Districts; Secondary Education; State Agencies; State Government; State Officials; Vocational Directors; *Vocational Education
IDENTIFIERS *Reauthorization Legislation; *Vocational Education Act 1963; Vocational Education Amendments 1976

ABSTRACT

There is a strong connection between the vitality of the nation's economy and the vitality of vocational education. The future of vocational education for the next 10 years lies in performing a key support role in economic development and in attacking national problems or preventing them from occurring. Reauthorization of the Vocational Education Act should emphasize a return of operational authority of educational services to the states and localities and redefine the federal role as one of support and facilitation. Two basic thrusts are maintained in drafts of the reauthorization--provision for enhancements of state and local vocational education and a new vehicle whereby vocational education can make a major contribution to a program of national economic revitalization and a program to reduce workforce shortages. Changes to be made in the Office of Vocational and Adult Education include deregulation (deletion or modification of regulations) of the 1976 Vocational Education Amendments and moving away from a compliance role to one of facilitation (provision of programmatic support services, national coordination, and support in developing information systems). Three key areas to which state directors should devote their efforts in the immediate future are program quality and technical scope, retraining adults, and closer collaboration with business, industry, and labor. (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED224936

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s

BY

DR. ROBERT M. WORTHINGTON
ASSISTANT SECRETARY
FOR
VOCATIONAL AND ADULT EDUCATION

U.S. DEPARTMENT OF EDUCATION

1981 FALL LEADERSHIP DEVELOPMENT CONFERENCE
FOR STATE DIRECTORS OF VOCATIONAL EDUCATION

SNOWBIRD, UTAH

SEPTEMBER 21, 1981

OE 034692

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Worthington

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s
DR. ROBERT M. WORTHINGTON - 9-21-81

I KNOW THAT ALL OF YOU--AS STATE DIRECTORS OF VOCATIONAL EDUCATION--HAVE A GREAT DEAL OF SERIOUS CONCERNS FACING YOU AND ARE EXPECTING ME TO INDICATE SOME NEW DIRECTIONS.

BEFORE WE ADDRESS SUCH SUBSTANTIVE MATTERS, LET ME TAKE A MOMENT TO TELL YOU HOW MUCH IT MEANS TO ME TO BE STANDING HERE, IN SNOWBIRD, TALKING ONCE AGAIN WITH OLD AND NEW FRIENDS IN VOCATIONAL EDUCATION. AS MOST OF YOU KNOW, I WAS ASSOCIATE U.S. COMMISSIONER OF EDUCATION IN THE EARLY 1970s, WITH RESPONSIBILITIES FOR THE FEDERAL MANAGEMENT OF THE VOCATIONAL EDUCATION ACT THAT ARE ROUGHLY COMPARABLE TO THOSE I HAVE NOW.

I USE THE WORD "ROUGHLY" FOR SEVERAL REASONS: OF COURSE, ONE DIFFERENCE--BUT CERTAINLY NOT THE MOST IMPORTANT ONE--IS THAT I AM NOW HIGHER UP IN THE "CHAIN OF COMMAND" COMPARED TO MY POSITION IN THE OLD OFFICE OF EDUCATION. THIS SHOULD ENABLE ME TO STATE THE CASE FOR VOCATIONAL EDUCATION WITH GREATER IMPACT--AND I DO NOT INTEND TO MISS THIS OPPORTUNITY.

OF MUCH GREATER IMPORTANCE ARE THE DIFFERENCES BETWEEN WHAT VOCATIONAL EDUCATION WAS, THEN, COMPARED WITH WHAT IT IS, NOW. IN PREPARING THIS TALK, I HAD OCCASION TO REVIEW AN ARTICLE I WROTE IN 1975. IN THAT ARTICLE, I QUOTED SOME 1972 STATISTICS THAT PLACED THE TOTAL FEDERAL, STATE, AND LOCAL EXPENDITURES FOR VOCATIONAL EDUCATION, IN THAT YEAR, AT ABOUT $2.6 BILLION. SINCE THEN--IN NINE YEARS--THE TOTAL YEARLY INVESTMENT IN VOCATIONAL EDUCATION HAS CLIMBED TO ABOUT $8 BILLION. AND WE ARE NOW SERVING

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

over 20 million youths and adults in our Nation. This is a remarkable increase--one that far exceeds any other Federally supported educational program.

I am also well aware that by far the greater share of this added investment has come from your state and local tax monies. This kind of "grass roots" support is something in which we can take great pride. And, personally, I am very proud of the superb job you have done and are doing in using these monies to augment the scope and quality of your programs. This experience will stand you in good stead in the years of challenge that lie immediately ahead.

Finally--our world, our country, and the context in which vocational education finds itself have all changed in significant ways. World tensions have increased and spread, mandating that we pay closer attention to national defense preparedness needs; even as technological change accelerates, our industrial facilities have continued to age, and our skilled workforce is likewise aging and showing signs of severe strain; in some important areas, our economy has flattened out--and this, plus inflation, has resulted in a budget squeeze that presents us with a far different climate from that of a decade ago. Vocational education, itself, has become far more involved with equal-access issues and is now seen as a "bridge" between a variety of public and private enterprises. It no longer exists in the kind of semi-isolated and comfortable little world to which we once were accustomed.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

This is the biggest difference I can see--and feel--compared to my previous tenure in Federal service. I am constantly aware that I can no longer think in the ways I used to think, that old solutions will no longer serve in solving new problems, and that some attitudes that have developed in our field--particularly, in federal-state relationships--can no longer be tolerated. I feel sure that you, as State Directors, are also feeling the need to change in response to such differences--much as I do.

I hasten to add that--although it will serve us well to be realistic concerning conditions in our nation and how they will impact on our field--there <u>are</u> good reasons for optimism. I might also remind you that the approach of "prophets of gloom"--especially in the field of public education--has proved to be self-defeating. <u>Today is a time for positive thinking!</u>

If you regularly read our professional journals and newsletters (and I exclude the American Vocational Journal), you must have noticed how pervasive defeatist attitudes have become in educational circles. There are so many who seem to relish despair, or who seem to earn their living by criticizing their colleagues. Every other day, it seems, some new "study" crosses my desk that proclaims to the world in general--and to Congress in particular--that vocational education achieves nothing and has nothing to recommend it.

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s
DR. ROBERT M. WORTHINGTON - 9-21-81

YET, WHEN I VISIT VOCATIONAL SCHOOLS AND COMMUNITY COLLEGES, I SEE REAL EDUCATION AND SKILL TRAINING GOING ON -- AND I KNOW THAT THEIR GRADUATES ARE BEING PRODUCTIVELY EMPLOYED. IT OCCURS TO ME THAT THERE MUST BE SOME GOOD IN A PROGRAM ON WHICH THE PUBLIC DECIDES TO SPEND EIGHT BILLION DOLLARS PER YEAR.

MY INSTINCTS CONCERNING THE CONDITION OF VOCATIONAL EDUCATION PARALLEL MY FEELINGS CONCERNING THIS NATION'S ECONOMY. WHILE BOTH VOCATIONAL EDUCATION AND THE ECONOMY HAVE BEEN CITED BY SOME FOR POOR PRODUCTIVITY, IN NEITHER CASE HAS THAT PRODUCTIVITY BEEN FULLY OR PROPERLY MEASURED. WHILE BOTH HAVE SOME PROBLEMS WITH OCCASIONAL POCKETS OF OBSOLESCENCE, AND WHILE BOTH -- RELATIVE TO THEIR POTENTIAL -- ARE SUFFERING FROM STUNTED GROWTH, BOTH ARE IN BASICALLY SOUND CONDITION.

HAVING SAID THIS, WE CAN DEVOTE OUR EFFORTS TO MAKING BOTH OF THEM EVEN BETTER! LET ME TELL YOU TODAY THAT I FEEL MOST FORTUNATE TO BE IN A POSITION TO WORK CLOSELY WITH YOU IN ACHIEVING THESE NEEDED IMPROVEMENTS.

BEFORE I LAUNCH INTO A DISCUSSION OF PARTICULARS REGARDING DR-REGULATION, REAUTHORIZATION, AND WHAT WE ARE PLANNING FOR THE OFFICE OF VOCATIONAL AND ADULT EDUCATION, I WOULD LIKE TO TOUCH ON WHY I BELIEVE THE DIRECTION OF VOCATIONAL EDUCATION MUST CHANGE--AND HOW THIS ADMINISTRATION BELIEVES THIS CHANGE MIGHT BEST BE ACCOMPLISHED.

IT WAS NOT BY CHANCE THAT I DREW SOME PARALLELS BETWEEN OUR NATION'S ECONOMY AND ITS VOCATIONAL EDUCATION PROGRAMS. I FIRMLY

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

BELIEVE THAT THERE IS A STRONG CONNECTION BETWEEN THE VITALITY OF THAT ECONOMY AND THAT OF VOCATIONAL EDUCATION.

UNTIL THE PAST FEW YEARS, MOST OF US THOUGHT THAT OUR TECHNOLOGY, PRODUCTIVITY, AND WORKFORCE SKILLS WERE SO SUPERIOR TO WHAT THE REST OF THE WORLD HAD, THAT WE COULD SAFELY TAKE OUR "LEAD" FOR GRANTED. IT HASN'T TURNED OUT THAT WAY. OUR ECONOMY -- ESPECIALLY THE MANUFACTURING SECTOR -- HAS GONE THROUGH A PERIOD OF STAGNATION; WE HAVE LOST PARTS OF OUR WORLD AND DOMESTIC MARKETS; AND, OUR COMPETITIVE EDGE HAS BECOME A LITTLE DULL.

ONE OF THE REASONS FOR THIS IS A MISMATCH OF JOBS WITH PEOPLE -- AND IN SOME SKILL-AREAS, AN ACTUAL SHORTAGE OF SKILLS EXISTS. WHILE I AM CONVINCED THAT VOCATIONAL EDUCATION CAN SERVE MULTIPLE NATIONAL PURPOSES, I AM EQUALLY CONVINCED THAT ITS FUTURE FOR THE NEXT TEN YEARS LIES IN PERFORMING A KEY SUPPORT ROLE IN ECONOMIC DEVELOPMENT! AN AMERICAN VOCATIONAL ASSOCIATION STUDY WE HAVE FUNDED SHOWS THAT WE ARE ALREADY GEARING UP FOR THIS EFFORT. ACCORDING TO THIS STUDY -- ALL FIFTY STATES HAVE SOME VARIETY OF "QUICK START" TRAINING PROGRAM FOR NEW INDUSTRIES -- AND FOURTEEN OF THE STATES HAVE SUBSTANTIAL PROGRAMS THAT HAVE BEEN OPERATING FOR SOME TIME. THIS IS A NATURAL ROLE FOR VOCATIONAL EDUCATION TO PLAY.

IT ALSO IS TO BE EXPECTED THAT VOCATIONAL EDUCATION WILL BE LOOKED TO AS ONE MEANS OF ATTACKING NATIONAL PROBLEMS OR OF PREVENTING THEM FROM OCCURRING. WE HAVE NEVER HAD A REAL NATIONAL FOOD-SHORTAGE AND, I FEEL, OUR VOCATIONAL AGRICULTURE PROGRAM IS ONE OF

THE REASONS WHY WE HAVE NOT. ONE ONLY HAS TO RECALL WHAT VOCATIONAL EDUCATION ACCOMPLISHED JUST BEFORE AND DURING WORLD WAR II, WHEN OUR PROGRAMS TRAINED 7,500,000 SKILLED WORKERS IN ABOUT FIVE YEARS. WHILE OUR NATION IS NOT IN A WAR SITUATION -- AND, HOPEFULLY, WILL NEVER BE AGAIN -- WE DO HAVE A DEFENSE PREPAREDNESS PROBLEM THAT IS ONE OF THE HIGHEST PRIORITIES OF THIS ADMINISTRATION! NO ONE HAD TO ASK US TO RESPOND TO THESE CURRENT DEFENSE PREPAREDNESS NEEDS; WE DO NOT YET HAVE ANY LEGISLATION PROVIDING US WITH ADDITIONAL RESOURCES TO DO THIS WORK; AND YET, WE HAVE ALREADY BEGUN TO RESPOND! NUMEROUS INSTANCES OF OUR BEGINNING CONTRIBUTIONS HAVE BEEN BROUGHT TO MY ATTENTION. FOR EXAMPLE, CALIFORNIA HAS SET UP SPECIAL PROGRAMS TO TRAIN COMPUTER AND ELECTRONICS TECHNICIANS FOR THE LOCKHEED MISSILES AND SPACE COMPANY -- AND THE STATE TECHNICAL INSTITUTE AT MEMPHIS, TENNESSEE, HAS $5 MILLION IN CONTRACTS WITH THE U.S. NAVY TO TRAIN SKILLED NAVAL TECHNICIANS OF VARIOUS KINDS.

THERE ARE OTHER NATIONAL PROBLEMS INVOLVING SKILLED WORKFORCE TRAINING TO WHICH WE WILL RESPOND, ONCE THEY HAVE BEEN DEFINED IN SHARPER OUTLINE. MY POINT IS THAT ALTHOUGH I USE THE TERM "NEW DIRECTION" FOR VOCATIONAL EDUCATION, THIS KIND OF FOCUS ON ECONOMIC DEVELOPMENT NEEDS AND NATIONAL PROBELMS IS NOT "NEW" TO VOCATIONAL EDUCATION.

THERE IS ONE VERY IMPORTANT POINT THAT I MUST EMPHASIZE. NO ONE SHOULD CONCLUDE, BECAUSE OF WHAT I HAVE SAID REGARDING OUR FUTURE FOCUS AND ROLE, THAT I BELIEVE WE SHOULD LESSES OUR EFFORTS TOWARD INCREASING OPPORTUNITIES FOR SPECIAL NEEDS POPULATIONS AND TOWARD EQUAL ACCESS FOR ALL PERSONS. WE SHOULD NOT! IN THE FIRST PLACE,

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

I do not believe that vocational education programs can really help a person with special needs unless they are tightly keyed to real skilled workforce demands.

No -- the two goals do not necessarily conflict. One -- skilled workforce development for the benefit of the economy -- has simply been overshadowed, for a time. In my view, as long as our programs aid in achieving economic revitalization and in making inroads on national problems, they should be expected to -- and, indeed, should -- serve a number of other purposes, consistent with our membership in the educational community.

The second kind of background information -- which will lead us into the question of reauthorization -- is this administration's basic approach to the delivery of educational services: who should govern and who should deliver. Central to this approach is the return of operational authority -- and indeed, most judgement calls -- to the states and localities; to put it more bluntly, to phase out federal intrusion into day-to-day educational matters and to redefine the federal role as one of support and facilitation. Secretary Bell recently has taken steps also to emphasize leadership for excellence.

My own personal philosophy agrees with that of this administration, as I explained in my confirmation testimony before Senator Hatch's committee -- and I quote: "I strongly believe that reauthorization

OF THE ACT SHOULD EMPHASIZE A FEDERAL ROLE OF (1) IMPROVING THE SYSTEM OF VOCATIONAL EDUCATION AND (2) ACHIEVING SPECIFIC NATIONAL GOALS SUCH AS PREPARING WORKERS FOR JOBS IN AREAS OF CRITICAL WORKFORCE SHORTAGES. REAUTHORIZATION SHOULD MORE SHARPLY FOCUS THE FEDERAL ROLE IN VOCATIONAL EDUCATION ON IMPLEMENTING THE ADMINISTRATION'S PROGRAM OF ECONOMIC DEVELOPMENT AND REVITALIZATION OF THE ECONOMY. AT THE SAME TIME, THE REAUTHORIZATION MUST LESSEN PAPERWORK AND ADMINISTRATIVE BURDENS AT THE STATE AND LOCAL LEVEL . . . I WILL BE PLEASED TO BE PART OF AN ADMINISTRATION BUILT UPON THE PRINCIPLE OF TRUST AND FAITH IN THE AMERICAN PEOPLE AND THEIR GOVERNANCE STRUCTURE AT THE STATE AND LOCAL LEVEL."

REGARDING THE DELIVERY SYSTEM, ITSELF YOU MIGHT WELL NOTE ANOTHER IMPORTANT FEATURE OF THIS ADMINISTRATION'S APPROACH. IT PLACES A MUCH HEAVIER EMPHASIS ON PRIVATE SECTOR INVOLVEMENT; AND, I SUSPECT, THIS WILL PROVE ESPECIALLY TRUE IN VOCATIONAL EDUCATION. THIS MEANS THAT WE MUST RETHINK THE WAYS IN WHICH WE ORGANIZE OUR TRAINING EFFORTS. I SUGGEST THAT -- GIVEN THE AMOUNT OF SKILL TRAINING THIS NATION NEEDS, AND IF WE INTEND TO BE NATIONAL LEADERS IN THIS EFFORT -- WE MUST MAKE FULL USE OF ALL FACILITIES, WHETHER THEY BE IN OUR SCHOOLS AND COLLEGES, IN PLANTS OR HOSPITALS, OR IN PROPRIETARY INSTITUTIONS.

TURNING TO REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT, THIS PROCESS HAS ACTUALLY BEEN UNDERWAY FOR WELL OVER A YEAR. WHAT IS IMPORTANT TO NOTE IS THAT THE CHANGE IN ADMINISTRATIONS NECESSITATED AN ALMOST COMPLETELY FRESH START, JUST A FEW MONTHS AGO.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

Because of the timing of presidential appointments and deadlines set by the Secretary and the Office of Management and Budget, we have not been able to conduct regional hearings and the like.

However, I would like to correct the misimpression that the Office of Vocational and Adult Education has not consulted with the State Directors. Just after the August 7 draft was finished, I sent this version to a select group -- a carefully chosen cross-section, in fact -- of vocational educators in the field. This group included your association's current president, the chairman of your legislation committee -- who discussed it fully with that committee -- and one other experienced and highly respected colleague of yours. Some of the suggested changes are reflected in the current draft and I expect that there will be further modifications as the Department works with O.M.B. during the coming five weeks. You should understand that many persons are involved in this effort within the Department; for example, Undersecretary Clohan and Deputy Undersecretary Jones and his planning and budget staff.

Since the A.V.A. chose to widely distribute the draft review copy it was given, I am sure that you do not need a briefing on the August 7 version. There is also little reason to recount what we all know about the 1976 Amendments. Our current statute has caused a great deal of confusion and administrative burden -- not only for you, but also for us in the Federal office. Its overall effect was to create a federal-state relationship almost 180° different from what this administration -- including Secretary Bell and me --

WANTS TO SEE ESTABLISHED.

THROUGHOUT ALL OF THE DRAFTS -- WE HAVE ALREADY REVISED THE AUGUST 7 VERSION WITH WHICH YOU ARE FAMILIAR -- TWO BASIC THRUSTS HAVE BEEN MAINTAINED. THE FIRST PROVIDES FOR STRENGTHENING STATE AND LOCAL VOCATIONAL EDUCATION, AFFORDING THE KIND OF FREEDOM AND FLEXIBILITY THAT YOU NEED TO OBTAIN OPTIMAL RESULTS FROM YOUR PROGRAMS. WITHIN THIS FIRST THRUST OR PART, THE USE OF FEDERAL MONIES TO MAINTAIN EXISTING PROGRAMS WOULD NO LONGER BE ALLOWABLE. THE SECOND THRUST OR PART CREATES A NEW VEHICLE WHEREBY VOCATIONAL EDUCATION CAN MAKE A MAJOR CONTRIBUTION TO THE PRESIDENT'S PROGRAM OF NATIONAL ECONOMIC REVITALIZATION -- WITH 98 PERCENT OF THESE FUNDS BEING GRANTED TO THE STATES TO HELP SOLVE THEIR OWN SKILLED WORKFORCE DEVELOPMENT PROBLEMS, AT THEIR OWN OPTION. IT ALSO STAKES OUT A SIGNIFICANT ROLE FOR VOCATIONAL EDUCATION IN ANY NATIONAL PROGRAM TO REDUCE CRITICAL, NATIONWIDE, SKILLED WORKFORCE SHORTAGES -- AS, FOR EXAMPLE, IN THE DEFENSE INDUSTRIAL BASE AND IN THE ACTIVE AND RESERVE MILITARY FORCES. THESE TWO THRUSTS WERE ORIGINALLY STRUCTURED AS TWO VERY DISTINCT TITLES. THERE IS SOME TACTICAL DANGER IN THIS APPROACH -- AS MEMBERS OF OUR FIELD REVIEW TEAM POINTED OUT -- AND WE HAVE NOW RESTRUCTURED THEM AS TWO SUBPARTS UNDER A SINGLE STATE GRANT.

SINCE THE SECRETARY HAS NOT YET EVEN SEEN THE CURRENT REAUTHORIZATION DRAFT -- LET ALONE, APPROVED IT -- I AM NOT AT LIBERT. TO DISCUSS ALL OF ITS DETAILS, BUT I WOULD LIKE TO MENTION A FEW OF ITS HIGHLIGHTS:

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s
DR. ROBERT M. WORTHINGTON - 9-21-81

- o WE ARE NOW PROPOSING A ONE PERCENT RESERVE FROM WHICH THE SECRETARY CAN FUND A NATIONAL PROGRAM FOR THE LIMITED ENGLISH PROFICIENT, ALLOWING CONTINUATION OF THE PART B PROGRAM UNDER THE CURRENT STATUTE.

- o AS SUGGESTED BY SOME FIELD REVIEW TEAM MEMBERS, THE LENGTHY "LAUNDRY LIST" OF ALLOWABLE USES UNDER THE FIRST SUBPART HAS BEEN REPLACED BY A MUCH SHORTER LIST OF GENERAL STATEMENTS.

- o WHILE THE EIGHT PERCENT CAP ON USE OF FEDERAL FUNDS FOR STATE AND LOCAL ADMINISTRATION IS BEING RECOMMENDED FOR RETENTION FROM THE PREVIOUS DRAFT, THE STATE AND LOCAL MATCHING OF SUCH FUNDS IS NOW DELETED. NO MATCHES OF ANY KIND NOW REMAIN IN THE CURRENT VERSION.

- o AND, THE REQUIREMENT FOR A STATE BOARD WHICH SHALL BE THE "SOLE STATE AGENCY" IS INCLUDED.

THE REMOVAL OF THIS LAST ITEM FROM THE PREVIOUS DRAFTS WAS COMMONLY MISUNDERSTOOD -- AND IT MAY PROVE HELPFUL FOR YOU TO KNOW WHY THIS POSITION WAS TAKEN, SINCE THERE ARE RAMIFICATIONS FOR THE FUTURE. AS I HAVE ALREADY MENTIONED, THIS ADMINISTRATION'S POSITION IS ONE OF NON-INTERFERENCE WITH STATE AND LOCAL GOVERNANCE STRUCTURES. AS A MATTER OF FACT, THE GENERAL EDUCATION PROVISIONS ACT ALREADY

FORBIDS THE IMPOSITION OF FEDERAL MANDATES OR PREFERENCES REGARDING STATE AND LOCAL ADMINISTRATIVE ARRANGEMENTS -- EXCEPT, OF COURSE, THAT CONGRESS MAY DO SO.

HOWEVER, IT IS QUITE A DIFFERENT MATTER IF THE STATES, THEMSELVES, ASK FOR SOME LIMITATION OF THIS ADMINISTRATIVE TYPE. IN THE CASE OF THE "SOLE STATE AGENCY", THE STATES ALMOST UNIFORMLY DESIRE THIS ARRANGEMENT; SO, WE HAVE RESPONDED BY REINSERTING IT. I MIGHT ADD THAT MY OFFICE HARDLY WAS LOOKING FORWARD TO THE POSSIBILITY THAT IT MIGHT HAVE TO DEAL, ADMINISTRATIVELY, WITH MULTIPLE AGENCIES OR BOARDS IN ANY STATE.

AGAIN, I MUST CAUTION YOU THAT THE HIGHLIGHTS OF THE CURRENT DRAFT THAT I HAVE JUST SHARED WITH YOU ARE NOT YET OFFICIAL POSITIONS OF THE SECRETARY AND THE DEPARTMENT. WHILE THEY ARE NO LONGER JUST THE RECOMMENDATIONS OF MY OFFICE, THEY ARE NONETHELESS STILL RECOMMENDATIONS.

MY NEXT TOPIC CONCERNS CHANGES I INTEND TO MAKE IN THE OFFICE OF VOCATIONAL AND ADULT EDUCATION, AS WELL AS NEW ACTIONS WE ARE ALREADY TAKING. IN THIS SECOND CATEGORY, PERHAPS THE ITEM OF MOST IMMEDIATE INTEREST IS THE "DEREGULATION" OF THE 1976 VOCATIONAL EDUCATION AMENDMENTS. THERE ARE SEVERAL POINTS CONCERNING THIS PROCESS THAT YOU SHOULD UNDERSTAND, IF ONLY TO AVOID DISAPPOINTMENT.

FIRST, "DEREGULATION" CANNOT BE "AMENDING." ONE OF MY STAFF RECENTLY REPORTED THAT A STATE OFFICIAL HAD ASKED IF WE INTENDED TO DO AWAY WITH THE ACT'S VERY PRESCRIPTIVE, COMPLICATED -- AND CERTAINLY BURDENSOME -- PLANNING AND REPORTING REQUIREMENTS. THE ANSWER IS,

OF COURSE, "WE CAN'T!" WE CANNOT LEGISLATE UNDER THE GUISE OF DEREGULATION. SUCH PAST OVERZEALOUSNESS -- IF WE CAN CALL IT THAT -- IS PRECISELY THE REASON WHY WE ARE DEREGULATING, IN THE FIRST PLACE.

SECOND, THE PROCESS IS RELATIVELY AUTOMATIC. WE HAVE HAD TO TAKE GREAT CARE THAT OUR OWN VALUE JUDGEMENTS CONCERNING WHAT WE FELT WAS "GOOD" OR "BAD" FOR THE STATES DID NOT ENTER INTO OUR DECISIONS. TO PRESERVE AS MUCH OBJECTIVITY AS POSSIBLE, THE PANEL -- COMPOSED OF OUR OWN PROFESSIONAL STAFF AND REPRESENTATIVES OF THE OFFICE OF GENERAL COUNSEL -- ADOPTED A THREE-STEP PROCEDURE:

1. BY LABORIOUSLY EXAMINING EACH AND EVERY REGULATION, THE PANEL ISOLATED EACH ONE THAT DID NOT HAVE CLEAR JUSTIFICATION IN THE STATUTE OR IN THE VARIOUS CONGRESSIONAL REPORTS.

2. THE PANEL REDUCED THE CANDIDATES FOR DEREGULATION BY C LLING OUT THOSE THAT ARE NEITHER EXCESSIVELY BURDENSOME NOR ARE OUTSIDE OF THE SECRETARY'S NORMAL RESPONSIBILITIES TO ESTABLISH MECHANISMS FOR HIS ADMINISTRATION OF THIS, OR ANY OTHER, ACT.

3. THE PANEL SET ASIDE THE MAJOR ISSUES OF EVALUATION REQUIREMENTS AND THOSE CONCERNING REPORTING UNDER THE VOCATIONAL EDUCATION DATA SYSTEM. THESE ISSUES ARE CURRENTLY UNDER INTENSIVE STUDY; AND, UNTIL THESE STUDIES ARE COMPLETED AND NECESSARY DECISIONS MADE, WE WILL NOT KNOW THE EXTENT AND KIND OF DEREGULATION NEEDED. THESE TWO MATTERS WILL BE HANDLED SEPARATE FROM THE REST -- BUT AS EXPEDITIOUSLY AS POSSIBLE.

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s
DR. ROBERT M. WORTHINGTON - 9-21-81

THE REMAINING ITEMS ON THE LIST -- IF APPROVED BY THE GENERAL COUNSEL, THE SECRETARY, AND THE OFFICE OF MANAGEMENT AND BUDGET -- WILL SHORTLY BE PUBLISHED IN THE FEDERAL REGISTER AS A "NOTICE OF PROPOSED RULEMAKING." THIS SIMPLY MEANS THAT THOSE REGULATIONS THAT ARE PROPOSED FOR DELETION OR MODIFICATION MEET THE CRITERIA I HAVE OUTLINED AND THAT THEY ARE IMPORTANT OR CONTROVERSIAL ENOUGH TO ASK FOR PUBLIC COMMENT BEFORE ANY FINAL DECISIONS ARE MADE. THE INCLUSION OF ANY ITEM DOES NOT MEAN THAT ANY DEPARTMENT OFFICIAL EITHER PREFERS, OR DOES NOT PREFER, TO HAVE IT DEREGULATED.

AGAIN, I AM IN THE POSITION OF NOT BEING AT COMPLETE LIBERTY TO DISCUSS THE ENTIRE DEREGULATION PACKAGE WITH YOU. IT IS STILL VERY MUCH AN INTERNAL DOCUMENT THAT CANNOT BE CHARACTERIZED AS REFLECTING THE SECRETARY'S JUDGMENTS. HOWEVER, I WOULD BE MOST INTERESTED IN DISCUSSING SOME OF THE HIGHLIGHTS WITH YOU -- DURING THE REMAINDER OF THIS MEETING -- SO LONG AS YOU UNDERSTAND THAT THE FOLLOWING ARE MERELY POSSIBLE CANDIDATES FOR DEREGULATION, AT THIS TIME. AND I EMPHASIZE POSSIBLE! AS IT NOW STANDS, THE PACKAGE PROPOSES DEREGULATIONS SUCH AS THE FOLLOWING:

- THAT THE "EXCESS COSTS" PROVISION COVERING BOTH THE USE OF FEDERAL FUNDS AND THE STATE MATCHING OF THESE FUNDS BE DELETED;

- THAT THE PORTION OF THE REGULATION IN WHICH APPROPRIATE REPRESENTATION OF WOMEN AND MINORITIES ON STATE ADVISORY COUNCILS IS DEFINED BE DELETED. (NOTE THAT THIS DELETION DOES NOT CHANGE THE LEGISLATED REQUIREMENT THAT THERE MUST

BE SUCH APPROPRIATE REPRESENTATION, BUT IT WOULD NOW BE EACH STATE'S RESPONSIBILITY TO DEFINE AND JUSTIFY WHAT IT CONSIDERED "APPROPRIATE");

- THAT THE ENTIRE REGULATION IN WHICH APPROPRIATE REPRESENTATION OF WOMEN AND MINORITIES ON LOCAL ADVISORY COUNCILS BE DELETED; AND

- THAT THE REQUIREMENT THAT ALL MAINTENANCE-OF-EFFORT STATE AND LOCAL MONIES MEET THE SAME REQUIREMENTS AND CONDITIONS OF THE ACT AND ITS REGULATIONS AS FEDERAL FUNDS BE DELETED.

THESE ARE JUST EXAMPLES, BUT THEY ARE THOSE REGULATIONS THAT SEEM TO HAVE CAUSED THE WORST PROBLEMS FOR STATE DIRECTORS.

I WOULD LIKE TO OUTLINE WHAT MY PLANS ARE FOR THE FUTURE FUNCTIONING OF THE OFFICE OF VOCATIONAL AND ADULT EDUCATION; AND TO GIVE YOU A BRIEF REPORT ON SOME OF OUR PRESENT ACTIVITIES. OF COURSE, YOU REALIZE THAT OUR HOPES FOR THE FUTURE DEPEND ON TWO FUTURE DEVELOPMENTS FIRST, ON WHAT ACTIONS THE ADMINISTRATION AND THE CONGRESS TAKE TO CHANGE THE STATUS OF THE EDUCATION DEPARTMENT; AND SECOND, ON WHAT KIND OF A VOCATIONAL EDUCATION ACT CONGRESS GIVES US TO ADMINISTER.

ALTHOUGH WE MUST CONTINUE TO FULFILL OUR DUTIES IN ADMINISTERING THE CURRENT ACT, THERE ARE MANY WAYS IN WHICH WE PLAN TO MOVE AWAY FROM A "COMPLIANCE" ROLE TO ONE OF "FACILITATION." HERE ARE

A NEW DIRECTION FOR VOCATIONAL EDUCATION IN THE 1980s
DR. ROBERT M. WORTHINGTON - 9-21-81

SOME EXAMPLES OF WHAT MY OFFICE WILL AIM TO DO FROM NOW ON:

- o PROVIDE YOU WITH THE PROGRAMMATIC SUPPORT SERVICES THAT WILL HELP YOU TO STRENGTHEN YOUR PROGRAMS -- THIS WILL INCLUDE NOT ONLY OUR OWN ON-SITE VISITS -- AS YOU MAY REQUEST THEM -- BUT INSURING THAT PRODUCTS FROM OUR NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION AND FROM THE NATIONAL OCCUPATIONAL INFORMATION COORDINATING COMMITTEE ARE NOT ONLY GEARED TO YOUR REAL NEEDS, BUT FLOW OUT TO YOU IN A TIMELY, EFFICIENT MANNER. WE MUST DEVELOP A BETTER COMMUNICATIONS AND DIFFUSION SYSTEM FOR YOUR USE.

- o PROVIDE NATIONAL COORDINATION THAT WILL EXPEDITE YOUR EFFORTS TO ADDRESS NATIONAL SKILL TRAINING GOALS -- THIS WILL INCLUDE ACTING AS VOCATIONAL EDUCATION'S "IN HOUSE" ADVOCATE WITH THE DEPARTMENT, OTHER FEDERAL AGENCIES, THE WHITE HOUSE, AND THE CONGRESS; ALSO, BEING YOUR "POINT MEN" IN NEGOTIATING AGREEMENTS WITH OTHER FEDERAL AGENCIES SUCH AS THE DEPARTMENT OF DEFENSE, AND PARTICULARLY WITH THE DEPARTMENT OF LABOR -- SO AS TO INSURE THAT VOCATIONAL EDUCATION HAS A MAJOR ROLE IN THEIR YOUTH AND ADULT TRAINING PROGRAMS; AND, OVERALL, CONDUCTING THE KIND OF EFFECTIVE, PROFESSIONAL PUBLIC RELATIONS EFFORT THAT WILL EDUCATE ALL CONCERNED REGARDING THE CONTRIBUTIONS AND BENEFITS OF YOUR PROGRAMS.

- o WORK WITH YOU TO DEVELOP EFFICIENT, ECONOMICAL, AND RESULTS-ORIENTED INFORMATION SYSTEMS - THESE SYSTEMS WILL ENABLE US TO COLLECT THE DATA, PERFORM THE NATIONAL EVALUATIONS, AND WRITE THE KIND OF CONCISE, HARD-HITTING REPORTS THAT WILL CONCLUSIVELY DEMONSTRATE, TO ONE AND ALL, HOW VOCATIONAL EDUCATION IS HELPING TO EDUCATE AND TRAIN ALL ELEMENTS OF OUR NATION'S POPULATION.

LOOKING FURTHER INTO THE FUTURE -- AND ASSUMING THAT WE WILL HAVE YOUR ACTIVE COLLABORATION IN THESE TASKS -- MY HOPE IS THAT WE WILL HAVE EARNED THE ROLE OF LEAD FEDERAL AGENCY IN DEVELOPING NATIONAL WORKFORCE EDUCATION POLICIES AND STRATEGIES IN THE UNITED STATES.

IN THE OFFICE OF VOCATIONAL AND ADULT EDUCATION, WE ARE ALREADY TAKING STEPS TO BEGIN IMPLEMENTING THESE GOALS AND TO REFLECT THIS ADMINISTRATION'S NEW APPROACH -- AS PRESIDENT REAGAN SAYS, TO MAKE "A NEW BEGINNING." HERE ARE SOME OF OUR CURRENT ACTIONS:

- o WE ARE MAKING FINE PROGRESS IN EXPEDITING THE APPROVAL OF YOUR STATE PLANS AND REPORTS -- AN IMPROVEMENT THAT I INSISTED ON, AND THAT PLEASES ME VERY MUCH. ON OCTOBER 1 OF LAST YEAR, ONLY 25 PLANS HAD BEEN APPROVED; BUT THIS YEAR, AS OF TODAY, 44 PLANS HAVE BEEN APPROVED. WE HAVE BEEN ABLE TO ACHIEVE THIS GAIN, NOT ONLY BECAUSE WE HAVE STREAMLINED AND ACCELERATED OUR APPROVAL PROCESS, BUT ALSO BECAUSE OF THE FINE COOPERATION GIVEN US BY YOU AND YOUR STAFFS.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington

- We are greatly accelerating our audit clearances. I know that a number of you are very much alarmed about some of these audit findings and the proposed amounts to be refunded. As you know, I have final sign-off responsibility and will insure that only valid claims are included in the final settlements. Also, in order to assist you in putting your records in auditable condition, I have instructed my staff to provide technical assistance to a few states whose records are scheduled for audit in the immediate future. The Department's Inspector General plans to complete 26 state vocational education audits during fiscal year 1982.

- In accordance with Secretary Bell's twelve departmental goals, we are taking firm steps to sharpen up the management of our office and staff. Those functions and procedures which cannot be shown to have a positive impact on your programs will be revised or terminated, unless required by law.

- Secretary Bell has sent a letter to Secretary of Defense Weinberger in which he strongly suggests that vocational education can play a significant role in solving skill shortages that may well hamper the administration's defense preparedness effort. Selected members of my staff will follow up in this matter and have already completed an impressive amount of background research on this subject.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

- We have established three special internal task forces: (1) vocational education and defense preparedness; (2) vocational education and the private sector; and (3) vocational education and entrepreneurship. Others are being planned for the high-technology and agriculture-related areas. As initial structuring and spadework are completed, these task forces will be expanded into panels that will include representatives from the private sector and vocational education practitioners such as you. We plan to invite State Directors to serve on these task forces in the near future. Let me know of your interest in these special working groups.

- Our staff is also keeping a watchful eye on developments in domestic energy production and the Kemp-Garcia enterprise-zone bill. In the very near future, we will formally announce the awarding of a contract to the National Academy of Science -- the purpose of which will be to assemble an expert panel to study the whole question of enterprise zones, youth unemployment in the inner city and in depressed rural areas, and how vocational education can respond to these problems in new and creative ways. I plan to name several of our top vocational education leaders to this panel.

These areas in which we are establishing task forces are, in fact, the areas of national needs alluded to in our reauthorization proposal. In each of these areas, there will be a strong demand for new breeds of skilled workers and for new kinds of programs to train them.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

We, in vocational education, are already conducting successful programs in all of these areas, but we must plan and gear up to do much more. We must be ready to respond without delay!

As I stop to reflect on what I have just told you -- how your vocational education programs will be needed to help solve national problems of the scope of defense preparedness, and in fact are capable of doing this -- I cannot help but think about how far we have come, how good our schools and colleges really are, and how fortunate this nation is to have such a system. Imagine -- 4,878 comprehensive high schools, 225 self-contained vocational high schools, 1,395 area vocational centers, 720 community colleges, 162 technical institutes, 504 self-contained area vocational schools, and 308 specialized non-collegiate postsecondary schools -- more than 8,000 institutions offering vocational-technical education, not even counting many hundreds of proprietary vocational schools, and serving every part of this great nation.

When you let these figures sink in and you realize the millions of persons being served -- who are now contributing members of society -- you have to feel a great deal of pride. And I know I am standing in front of a group that has had and does have a major hand in this success. I want you to know that I am proud of you; and I am proud to have served as a State Director of Vocational Education, one of the most important and most demanding jobs in American education!

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington

Now, if I were still a State Director and were asked to choose three key areas to which I would devote my efforts in the immediate future, these would be my selections: Program Quality and Technical Scope: Retraining Adults: and, Closer Collaboration with Business, Industry, and Labor. Let me say a bit about each of these key areas:

1. Regarding Program Quality and Technical Scope: According to several researchers (who also know something about vocational education), one of the reasons we do not show up more impressively -- statistically speaking -- is that studies seldom differentiate between high-quality programs and low-quality ones. Our field still suffers from a too-wide variation in quality. Given limited funds, I would first choose to improve quality where needed, rather than immediately focusing on ways to increase quantity, particularly if such an increase meant new construction. We also know that technologies are changing rapidly and skill requirements are increasing. As a State Director, I would want to make very sure that my schools, colleges, and programs were not becoming obsolete.

2. Regarding Retraining Adults: I do not mean to minimize the importance of educating and training youth, or to downgrade the contributions of secondary-level programs, but I suggest that we must pay more attention to our task of retraining skilled workers who -- in ever-increasing numbers -- are losing their jobs because of technological change or because of structural changes in the

NATIONAL OR WORLD ECONOMIES. MANY OF THESE UNEMPLOYED SKILLED WORKERS HAVE FAMILIES TO SUPPORT AND OTHER HEAVY RESPONSIBILITIES. ALSO, AS A STATE DIRECTOR, I WOULD GAUGE WELL THE IMPACT ON MY PROGRAMS OF AN AGING POPULATION AND DELAYED RETIREMENTS.

3. <u>REGARDING CLOSER COLLABORATION WITH BUSINESS, INDUSTRY, AND LABOR</u>: IF WE CONTINUE TO THINK OF VOCATIONAL EDUCATION AS PRIMARILY A SCHOOL-BASED PROGRAM, WE MAY WELL FIND OURSELVES LEFT IN THE "BACKWATER" OF AMERICA'S SKILLED WORKFORCE DEVELOPMENT EFFORT. ONCE AGAIN, I REMIND YOU OF THIS ADMINISTRATION'S PRONOUNCED RELIANCE ON THE PRIVATE SECTOR TO SERVE A WIDE VARIETY OF PURPOSES. IF VOCATIONAL EDUCATION CANNOT PRESENT A <u>CONVINCING AND CURRENT RECORD</u> OF CLOSE COLLABORATION WITH THE PRIVATE SECTOR -- AND SERVICE TO THAT SECTOR -- I CAN ALMOST ASSURE YOU THAT IT WILL OCCUR TO SOME THAT THE PRIVATE SECTOR CAN HANDLE ITS SKILL TRAINING NEEDS ALONE, WITHOUT VOCATIONAL EDUCATION'S HELP.

SIMPLY PUT, WE NEED TO "GET THE WORD OUT" CONCERNING VOCATIONAL EDUCATION'S MANY SUCCESSES AT ALL LEVELS -- SECONDARY, POSTSECONDARY, AND ADULT. NO ONE ELSE IS GOING TO DO THIS JOB FOR US. WE HAVE TO DOCUMENT OUR CLAIMS TO SUCCESS, LISTING EXAMPLE AFTER EXAMPLE WHERE WE ARE DOING THE JOB FOR BUSINESS AND INDUSTRY -- AND WHENEVER POSSIBLE, INCLUDING QUOTES FROM THOSE EMPLOYERS SERVED THAT THEY <u>NEEDED</u> THESE SERVICES <u>AND COULD NOT HAVE MET THEIR SKILLED WORKFORCE NEEDS WITHOUT THEM</u>.

THIS IS WHAT VOCATIONAL EDUCATION NOW NEEDS -- REAL-LIFE DOCUMENTATION,

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

NOT JUST MORE STATISTICS -- BUT I CANNOT ASK YOU FOR IT, BECAUSE WE ARE IN THE PROCESS OF REDUCING PAPERWORK AND ADMINISTRATIVE BURDENS. I PROPOSE TO YOU THAT YOU WOULD BE WELL-ADVISED TO ASSIGN YOURSELVES THIS TASK, IF YOU HAVE NOT ALREADY DONE SO.

AS I RECOUNT TO MYSELF ALL THE IMPRESSIVE GOALS I HAVE DESCRIBED FOR VOCATIONAL EDUCATION -- FOR YOU, IN THE FIELD, AND FOR US, IN WASHINGTON - I AM STRUCK BY THE CERTAINTY THAT NONE OF THESE GOALS CAN BE ACHIEVED UNLESS, TOGETHER, WE WORK TO RE-ESTABLISH THE TRADITIONAL "TEAM CONCEPT" THAT HAS SERVED VOCATIONAL EDUCATION SO WELL OVER THE DECADES.

EACH LEVEL OF GOVERNMENT HAS ITS OWN JOB TO DO THAT WILL HELP THE OTHER LEVELS DO THEIR OWN JOBS. FOR OUR PART, WHATEVER "SECOND GUESSING" WE MAY HAVE DONE IN THE PAST WILL END; AND WE WILL NO LONGER DEVELOP POLICIES, PLANS, OR LEGISLATION WITHOUT SEEKING YOUR COUNSEL AND CLOSE COOPERATION. BUT AGAIN, I MUST UNDERSCORE THE IMPORTANCE OF MAKING BUSINESS, INDUSTRY, AND LABOR FULL-FLEDGED, FULL-TIME, AND ACTIVE PARTNERS ON OUR VOCATIONAL EDUCATION TEAM.

REGARDING MY HOPES FOR VOCATIONAL EDUCATION AS A NATIONAL ENTERPRISE -- AND AS I HAVE OFTEN STATED TO OTHER GROUPS OF VOCATIONAL EDUCATORS -- I AM CONVINCED THAT EVENTS HAVE PRESENTED US WITH THE OPPORTUNITY AND THE CHALLENGE TO BECOME THE CENTRAL, MOST IMPORTANT ELEMENT IN PUBLIC EDUCATION, AS FAR AS OUR NATION'S ECONOMIC AND DEFENSE STRENGTHS ARE CONCERNED.

A New Direction for Vocational Education in the 1980s
Dr. Robert M. Worthington - 9-21-81

I know that this is an ambitious hope, a lofty goal, and a massive undertaking. But I am confident of our abilities and our potential. I am looking forward to working with you, so we can realize that potential.

Thank you!